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HEALTH AND SAFETY EXECUTIVE

The HSE Board

Driving PSA target delivery in 2007/08 – planning the Fit for work, fit for life, fit for tomorrow (Fit3) strategic programme portfolio

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Issue

1. Advising Board members of the planned portfolio of activity in the third year of the programme and providing the rationale for it.

Timing

2. Routine.

Recommendation

3. That the Board notes the progress with delivery to date and the lessons learned during the first 18 months of the Fit3 strategic programme.
4. That the Board continues to support the current arrangements for active engagement of local authorities, most of which are now working in partnership to deliver Fit3.
5. That the Board notes and endorses the proposed portfolio appended at annex A. This is designed to deliver the PSA target by targeting business groups with known high incidence of injury and ill health especially in the developing service sectors, and scaling down interventions in agriculture, quarrying and other mature sectors where there is less scope for impact.

Background

Programme Structure

6. The Fit3 strategic programme comprises several component programmes designed to deliver the three components of HSC/E's Public Service Agreement for 2005/06-2007/08:
 - 3% reduction in the incidence of injury
 - 6% reduction in the incidence of ill health
 - 9% reduction in the incidence of days lost.

7. There are topic-based programmes on slips and trips, falls from height, workplace transport, noise and vibration, disease reduction, musculoskeletal disorders and stress, and two sector-based programmes on construction and public services. This structure was developed with the help of CoSAS analysts to enable improved performance tracking and measurement.

Programme content and intervention selection

8. Each Fit3 component programme contains a mix of interventions reflecting *Sensible Health and Safety*, the Commission's published intervention strategy. The choice has been informed by the maturity of the hazard and/or sector, and in close cooperation with operational delivery partners in FOD and LAs. For example, falling from height is a well-known risk for which there are widely established control measures and a clear set of legal requirements. Our interventions in this area are intended to embed these standards by means of clear guidance and enforcement activity where there is a significant risk gap. In contrast, implementation of the stress management standards and sickness absence management arrangements are comparatively new issues for which solutions and good practice are less well understood. Our current interventions in this area therefore provide a higher degree of support and advice for businesses.
9. The programme plans have been developed to show how the interventions were aimed at delivering the targets through a number of intermediate outcomes. All the programmes identified early on that the scale of activity needed to reach employers and workers had to be far greater than originally envisaged. It was therefore agreed that we would run some large-scale national media campaigns to raise awareness delivered in tandem with stakeholder engagement//partnership working and targeted operational activity by both LAs and FOD.

Measuring progress and evaluating impact

10. Board members have seen reports on the Backs! 2005, the Watch your Step (slips and trips), and Height Aware campaigns. All of these have demonstrably raised awareness of the key issues and messages and succeeded in attracting a lot of stakeholder support.
11. The latest available measure of progress with RHS target delivery (of which the PSA target is a 3-year slice) is the annual health & safety statistics published in November last year at the RHS mid-point:
 - Reducing injury incidence – not met
 - Reducing ill-health incidence – probably met
 - Reducing days lost incidence – possibly met
12. We have also running an employer and employee survey to measure changes in intermediate outcomes of risk awareness and control. A baseline has been established and updated data will be available in January 2007 and July 2007 respectively.

Argument

Lessons learned

13. Eighteen months into the Fit3 programme we have learnt a lot about programme working and delivery. Some of the lessons learned and acted upon are:

- Adopting an **audience (sector) focus** from the outset will reduce ‘transactional costs’ of planning and consultation – for 2006/07 we have with FOD prepared business group delivery plans to facilitate delivery of operational work;
- **Planning** should start well ahead of the delivery period, and involve the full range of **delivery partners** in FOD, LAs, sector teams and Communications Directorate. Plans have to be communicated ideally six months before the start of the delivery year;
- **Agreed criteria** are needed to **prioritise** the interventions and projects proposed to maintain a strategic balance of activity and achieve the best value for money from the different types of resource available;
- **Engagement of LAs** in partnership working and uptake by them of Fit3 priorities has been a real **success** with a commitment to contribute around 400 staff years in 2006/07. The **resources** required to support this partnership – both FOD locally and PG centrally – were under-estimated, especially as face-to-face briefing is an important way to engage many LAs, and need to be maintained if not **increased**;
- On external communications,
 - i) **media** campaigns can raise **awareness** of issues provided the message is kept simple, and ideally the message should be **sustained** over time;
 - ii) **media** campaigns so far appear to have been more effective in helping to **engage** those already focused on health and safety risk management;
 - iii) to provide continuity and avoid competing with ourselves, let alone other government departments, we should develop a **single generic message** to ‘front’ all campaigns/initiatives.
- Looking to the future, we should be much more systematic in identifying barriers to behaviour change and providing incentives to properly segmented target audiences in conjunction with communications activity. A good example has been the waste and recycling project’s research with refuse collectors that led to face to face field marketing of messages rather than relying on management cascade.

The Fit3 portfolio for 2007/08

14. Taking these points on board the Fit3 Programme Board at its July meeting discussed and agreed a portfolio of projects and interventions for 2007/08. This is attached at annex A. Much of this work builds on activity in earlier years and is aimed at minimising planning activity while maximising benefits. It provides a framework that allows flexibility for local discretion and knowledge in operational delivery. In summary we are planning:
- A third major media campaign on MSDs supported by stakeholder engagement and events and inspection and enforcement by FOD and LAs, reinforcing the better backs messages and use of the upper limb disorder assessment tool.
 - Continuation of the GB-wide Moving Goods Safely initiative, building on this year’s work and the original London pilot. This will involve approaches to logistics company head offices and then follow up with their supply/delivery chain in partnership with LAs. It will be supported by communications focused on workplace transport and timed to coincide with the launch of the Workplace Transport Routemap.
 - Targeted sector-based initiatives designed to deal with particularly high incidence of injury and/or ill health, some of which are in specific types of service contracting businesses enforced by FOD and LAs. These include:
 - i) continuing operational work from this year’s Height Aware campaign with building and plant maintenance and facilities management companies on

- falls from height, duty to manage asbestos, workplace transport and slips and trips;
 - ii) roll out of this year's FOD Midlands Division-led project with contract cleaning companies focusing on prevention of slips and trips, manual handling and skin disease;
 - iii) continuation of work with the expanding waste and recycling sector on slips and trips, manual handling, workplace transport, falls and safe machinery interventions.
- Healthy Workplace Solutions – rolling out and embedding the stress management standards in the finance services sector (LAs) and across the public sector (FOD) by means of follow up (and enforcement where necessary) to prioritised organisations, and provision of support through case study development and regionally based good practice workshops.
- The launch and embedding of the revised construction Design and Management Regulations to achieve a step change in the construction industry's performance. Construction Division staff will also give significant support for the 2007/08 MSD campaign.
- Proactive inspection and enforcement throughout the year targeted by sector and size on the basis of their generic injury and ill health incidence rates, and supplemented by local knowledge. This operational work is designed to embed the standards that have been developed and to start to realise the benefits of improved compliance and risk control. We expect there to be a clear focus on enforcement to support delivery of Fit3 in its third year. Inspection topic packs are being updated with EMM initial enforcement expectations for falls from height, slips in cleaning and duty to manage asbestos, and the enforcement programme has developed a proactive prosecution toolkit.

Fundamental Review

15. The proposed Fit3 plans start to take into account the implications of the delivery stream work on the need to adopt a more business-centred approach and to increase and improve market segmentation, and to embed the lessons of the influencing others stream in stakeholder engagement.

Risks

16. Several risks to successful delivery remain:

- Achieving the most effective selection and balance of interventions;
- Achieving delivery on an adequate scale;
- Securing sufficient resources to deliver the programme activity;
- Achieving the programme objectives and delivering benefits within the short timescale of the PSA period.

Consultation

17. Colleagues in FOD, Communications Directorate and LAU have been consulted in preparing this paper. There has been widespread consultation in developing the Fit3 portfolio for 2007/08.

Presentation

Communicating the Fit3 portfolio

18. We are developing a framework delivery plan to enable FOD and LAs to determine the best deployment of resources to deliver the portfolio. Together with the Fit3 roadmap the delivery plan will be used to communicate the activity currently planned for the programme. Arrangements for communicating to FOD, LAs and stakeholders are being drawn up but will need to take account of the current resource position in HSE.

Costs and Benefits

19. The costs of delivering the Fit3 programme and realising the targets go well beyond HSE, including those on business. Likewise the benefits are potentially very significant. We do not have estimates in either case.

Financial/Resource Implications for HSE and LAs

20. Estimates of the Fit3 programme costs over the three years of the PSA are below. This excludes LA resources for which we do not have data, although LA commitment to delivery of Fit3 contributions exceeded expectations for the current year, estimated at 400 staff years. It is too early to say whether this commitment will be realised. Resource commitment for LAs in 2007/08 will not be determined until early in 2007.

PG & FOD staff costs (£m)			Communications spend (£m)			Research spend (£m)			WHC (£m)		
0506	0607	0708	0506	0607	0708	0506	0607	0708	0506	0607	0708
N/a ¹	28.9	26(p) ²	5.7	7.0	5.6(p) ²	9.0	9.0	9.0(p) ²	3.4 ³	7.0 ⁴	8.0 ⁵

21. While the overall research spend is level, the amount of resource for extra-mural research has decreased from £5m in 2005/06 to £3.5m in 2006/07.

22. PG and FOD resource allocation to deliver the 2007/08 portfolio will be agreed at the October Fit3 Programme Board, provided HSE Board members have taken decisions on proposed staffing budgets by then. We understand that there will be significantly less resource available for all categories of spend next year.

23. However, delivery of the Fit3 programme as a whole will continue to account for a significant part of HSE's overall budget (£52m of £243m in 2006/07 = 21%).

Environmental Implications

24. None.

¹ In the first year of the programme the FOD costs were calculated on a more limited basis and are therefore not comparable

² (p) = projected pending agreement of budget allocations

³ Actual spend

⁴ Revised budget - includes PEFD reclaim of £250k

⁵ Anticipated costs - PEFD will reclaim £750k from indicative budget

Other Implications

25. The Fit3 delivery programme is heavily reliant on significant LA involvement as described above. Resources to support the partnership with LAs remains a priority, although we are attempting to manage expectations for the amount and nature of training, briefing and local support HSE is able to provide.

Action

26. The Board is asked to note the development of the Fit3 programme and planned activity for 2007/8.